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DECISIONS
Courts and state legislatures are increasingly being asked to decide whether and under what circumstances parents have the right to remove their children from school and educate them at home.

See Page 8.

DISPARITIES
Five years after Connecticut passed a law to equalize school spending, a study has found that a gap between rich and poor districts persists; and critics have resumed a suit charging that the formula is not working.

See Page 5.

DESEGREGATION
Ten school districts in suburban Milwaukee are resisting efforts by the city school board to compel them to participate in a cross-district busing program for area students and to become part of a regional school-planning council.

See Page 6.

EDUCATION WEEK

American Education's Newspaper of Record Volume III, Number 15 · December 21, 1983

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THE ATHENIAN SCHOOL

Private-School Officials Fear Reforms May Infringe Upon Their Autonomy

By Charlie Euchner

Although they welcome the public attention generated by this year's national reports on education, officials of private schools say they are concerned that reform initiatives now under consideration in the states could imperil their independence and consequently hurt their schools.

No major organization that represents the interests of private schools has yet promoted any set of reforms for the schools to pursue, but most school officials said they were considering changes on a "school by school basis" as a result of the reports.

Richard Wallace, the only representative of private schools on the National Commission on Excellence in Education, said they have relaxed their academic standards almost as frequently as public schools in the past 15 years. Many of those schools must revamp their programs to "stay one step ahead" of public schools and attract students and teachers, he said.

"When we think we're beyond all this [discussion of reform], we're in trouble," asserted Mr. Wallace, who is the principal of Lutheran High School East in Cleveland Heights, Ohio. "Many nonpublic schools have been lessening requirements" to attract students in recent years, he added.

Other private-school leaders criticized both the proposals of the excellence commission and other study groups and the initiatives undertaken by many states. They

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Trust Said Key to Private-School Salary Satisfaction

By Anne Bridgman

At a time public-school leaders across the country are struggling to devise workable criteria by which to judge the quality of teachers' work, the first study ever undertaken of salary systems in independent schools has found that, for teachers, such systems remain "shrouded in mystery."

In detailed case studies of nine independent schools, researchers under the sponsorship of the National Association of Independent Schools found that most teachers at the schools did not know the criteria on which increments for high-quality "performance" were awarded. Moreover, the researchers found, awards of that kind are generally given on the basis of little specific evaluation.

However, in a finding that contrasts sharply with that often reported among public-school personnel, the researchers discovered a high degree of satisfaction among the teachers surveyed about their salaries, and little discontent about the undefined reward system. Many teachers attributed their satisfaction with the current system to their degree of "trust" in their schools' leadership and said they might be

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Political, Reform Goals Merged In Administration's 1984 Plans

Target Discipline Issue for Teachers, Minority Groups

E.D. Discretionary Funds, Not Programs, To Be Hiked

By Thomas Toch

WASHINGTON—Reagan Administration officials say they view school discipline as the Administration's next major education issue, but they are also actively exploring ways to use the issue to political advantage in the 1984 Presidential campaign.

In his recent address to the national forum on education in Indianapolis, the President spoke of "stricter discipline codes" as a "fundamental reform" needed in the schools. He also said he had directed the Departments of Justice and Education to "find ways [the federal government] can help teachers and administrators enforce discipline."

That task, in fact, was initiated last June when Presidential Counselor Edwin Meese III created a White House "working group" on school violence and discipline under the chairmanship of Gary L. Bauer, deputy under secretary of education.

Mr. Bauer said last week that the Administration feels it can, through initiatives promoting better school discipline, associate itself publicly with a popular issue—as it did last summer with merit pay—and im-

Continued on Page 14

WASHINGTON—The endorsement by senior Reagan Administration officials last week of a strategy for using the education issue in the upcoming Presidential campaign has apparently ended a long debate within the Administration over the size of its fiscal 1985 education budget.

According to sources, White House and Education Department officials agreed after a meeting last week that they would not initiate any major education programs or seek substantial increases in the federal education budget.

"It was resolved that it would be an unwise precedent to start new programs. The other side will always be able to argue that we should spend a couple of billion more on them; we can't win that debate," said a source familiar with the discussions at the meeting.

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Holiday Schedule

Education Week *will not publish on Dec. 28 or Jan. 4. The regular publication schedule will resume with Issue Number 16 on Jan. 11.*

U.S. Pupils Rank Low in 8-Nation Test

By Susan Walton

An achievement test administered to 6th-grade pupils in eight nations by a Dallas newspaper has found new evidence that American schoolchildren lag behind their counterparts elsewhere, particularly in mathematics.

While Japanese children led by answering, on average, 50.2 percent of the questions correctly, American children answered 25.3 percent correctly. But on a test of geography, Japanese students ranked below those of the other seven countries.

The tests, given to a total of 600 children in the U. S., Canada, England, Australia, Japan, Sweden, Switzerland, and France, were sponsored by *The Dallas Times Herald*. Editors at the newspaper decided to administer the tests as part of an 11-part series examining in detail the issues raised by the report of the National Commission on Excellence in Education. The *Times Herald* spent an estimated $240,000 on the series, publication of which began on Dec. 11.

The tests were an important part of the series because the excellence commission had to rely on international test scores that dated from the 1960's, according to Ray Herndon, the assistant managing editor who directed the project. Although a new international assessment is now underway, the new data are not yet available, so there was no way to know whether the gap between U. S. students and students elsewhere still held, he said.

To design the tests, the newspaper enlisted experts in the fields and worked with test designers in the Dallas school system and local universities. Glenn T. Seaborg, a Nobel laureate in chemistry who served on the excellence commission, supervised the development of the science test.

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IN SUMMARY

School Reform in Ohio
A commission has recommended revisions to the state's tenure law and competency tests for new teachers. **Story on Page 5.**

School Funding in Connecticut
Despite a school-finance reform law, disparities between rich and poor districts continue, a study reveals. **Story on Page 5.**

Controversy in Milwaukee
Suburban school districts say they will fight efforts by the city to involve them in cross-district busing of students. **Story on Page 6.**

Matters of Concern
Vocational-education teachers worry most about receiving adequate resources for their programs, according to a poll. **Story on Page 6.**

Action on the Home Front
Courts and legislatures are increasingly being asked to define the rights of parents to teach their children at home. **Story on Page 8.**

Language Barriers
Few teachers have the training to help students who cannot write or speak standard English, educators say. **Story on Page 8.**

A Matter of Money and Principle
Officials of churches and religious schools protest a law that compels their participation in the Social Security system. **Story on Page 10.**

Living With CETA's Successor
Coordinating traditional resources with new federal job-training funds is a major challenge, says Ohio's governor. **Story on Page 10.**

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

FEDERAL

Chicago Board Faces Pregnancy-Bias Suit

The Reagan Administration has filed suit in federal district court charging the Chicago Board of Education with discrimination against female employees in providing sick leave and health insurance for pregnancy and childbirth.

In papers filed with the U. S. District Court for the Northern District of Illinois on Dec. 9., the Justice Department charged that the school board violated the Pregnancy Discrimination Act of 1978 from its effective date, April 29, 1979, until Nov. 1, 1979, when a new union contract eliminated the situation.

Superintendent of Schools Ruth B. Love and the Chicago Teachers Union Local No. 1 were also named as defendants in the lawsuit.

During the six-month period, the government said, pregnancy-related medical expenses of female employees were excluded from major medical coverage, while male employees received comprehensive medical coverage.

In addition, single female employees with no children were prevented from enrolling in the insurance company's family plan, allowing them to enroll only in the single plan that did not cover pregnancy-related conditions. The government also alleged that the school board paid insurance premiums for up to 25 months for disabled men on sick leave, while restricting payments to one month for women disabled by pregnancy-related conditions.

The government asked the court to bar the school board from instituting such insurance policies again and to order the board to compensate women against whom it discriminated.

The Justice Department filed a similar suit against the Buffalo, N. Y., school board last April.

Final Vacancy Filled On Rights Panel

Senate Majority Leader Howard H. Baker Jr. of Tennessee filled the last vacancy on the new U. S. Commission on Civil Rights last week, bypassing two moderate Republicans from the old panel in favor of a moderate black Republican from his home state.

Senator Baker's nomination of Francis F. Guess, Tennessee's commissioner of labor, apparently ended the possibility that the former commissioners, Mary L. Smith and Jill Ruckelshaus, would be seated on the new panel.

Moment-of-Silence Review Is Sought

The Reagan Administration last week asked the U. S. Supreme Court to consider whether a "moment of silence" in public schools violates the First Amendment's separation of church and state.

The Court ruled in 1962 that recitation of prayers by teachers in public schools is unconstitutional, but it never has ruled on the moment-of-silence issue. Some 22 states have enacted laws that provide for some form of meditation at the beginning of the school day.

In its friend-of-the-court brief in the case of *Wallace* v. *Jaffree*, the Justice Department said, "To hold that the moment of silence is unconstitutional is to insist that any opportunity for religious practice, even in the unspoken thoughts of schoolchildren, be extirpated from the public sphere."

It added that "moment-of-silence statues are libertarian in the precise spirit of the Bill of Rights: they accommodate those who believe that prayer should be an integral part" of the public schools' activities and "do so in the most neutral and noncoercive spirit possible."

STATES

N.E.A. Will Fight New Arkansas Teacher-Testing Law

The National Education Association (N.E.A.) has condemned an Arkansas law requiring the state's on-the-job teachers to take competency tests, saying it "demeans" teachers and "deceives" the public.

At its meeting last week, the N.E.A. board of directors also voted to send a team of board members to Arkansas to lobby against the law through a media campaign and to meet with education and civil-rights groups, legislators, and with the Governor, said Linley Stafford, an N.E.A. spokesman. The biennial state legislature meets again in 1985; testing is scheduled to begin during the 1984-85 school year.

Mr. Stafford said the action to rescind the law, passed last September, was the first of the kind taken by the N.E.A. in the field of teacher testing. Earlier this month, Gregory Anrig, president of the Educational Testing Service, announced his organization's opposition to the law and said E.T.S. will not permit Arkansas to use its National Teacher Exam in the new program.

The law, strongly supported by Gov. Bill Clinton, requires all certified teachers and administrators to pass a basic-skills test by 1987. They also must pass a subject-area test or take six credit-hours in their field.

Gov. Clinton also pushed through a 1-percent sales-tax increase in the same September school-reform package. He argues that teacher-testing is necessary to restore public confidence in the public schools.

New Jersey Board Endorses Reforms Proposed by Kean

The New Jersey Board of Education has endorsed, "in principal," Gov. Thomas H. Kean's controversial teacher-licensing reforms.

In addition, Saul Cooperman, the state commissioner of education, has announced the formation of a panel of 11 nationally known experts to help the state implement the Governor's proposals.

The proposals, announced this fall, would abolish the current regulation requiring New Jersey teachers to have earned college credits from an education school. Governor Kean's plan would allow certification of college graduates who hold a bachelor's degree, demonstrate knowledge of their subject area on an examination, and successfully complete a one-year internship.

The panel, chaired by Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching and author of a recent, report on schooling, will recommend characteristics of the internship and study teacher training and "effective teaching" as part of an effort to upgrade and standardize the curricula of New Jersey's education schools.

Mr. Cooperman will appoint another advisory panel of New Jersey educators and citizens in February. It will make its recommendations on the Governor's reforms to Mr. Cooperman by April 30. The commissioner will report to the state board by May 9. The board will take final action on the proposed reforms in September.

Meanwhile, the politically powerful New Jersey Education Association has called for modifications in the Governor's plan in order to "plug loopholes and correct deficiencies" in it. The 120,000-member teachers' organization claims that the proposed changes in the state certification regulations would lower existing standards.

The N.J.E.A. is proposing that non-education majors be eligible for teaching licenses only if they have a 2.8 grade-point average during college and take 12 hours of pedagogy courses during the summer before they begin teaching and an additional six hours of courses or in-service training during their first year of teaching.

N.C. Panel Proposes All Students Take Vocational Course

A committee appointed by Gov. James B. Hunt Jr. of North Carolina has recommended that all high-school students in the state be re-

Growth Seen in States' Education Funds

Despite declining enrollments and tight budgets, states' support for education increased an average of 62 percent between the 1977-78 and 1982-83 school years, a new report on state education spending has found.

The report, "State Support for Education 1982-83," was released this month by Augenblick, Van de Water and Associates, a Denver-based consulting firm that specializes in education policy and planning services. The report was written by John Augenblick and Gordon Van de Water. Mr. Augenblick was formerly the director of the Education Finance Center of the Education Commission of the States; Mr. Van de Water served as a policy analyst for E.C.S.

The researchers used data from multiple sources, including the U. S. Census Bureau and the Bureau of Economic Analysis, both branches of the U. S. Commerce Department. Additional information was provided by several professional associations, including the National Association of State Budget Officers and the National Education Association, and by the National Center for Education Statistics.

The analysis is intended as a tool for policymakers, providing them with a summary of financial and demographic trends that affect education, Mr. Augenblick said. Underlying the research, he said, was the question of whether the recent emphasis on elementary and secondary education had come at the expense of higher education. Previous research suggested that in at least one state, Idaho, this had been the case.

The analysis showed this was true in three other states—Indiana, South Dakota, and Wisconsin. In four other states—Alaska, Hawaii, Louisiana, and Maryland—the reverse was true.

"We were pleasantly surprised to find a number of states where both levels were doing well," Mr. Augenblick noted.

Among the other findings from the report:

- The substantial average increase in education spending was "fueled by very large increases in the Western states." Increases in other regions were considerably smaller—less than 45 percent in the Great Lakes, mid-Atlantic, and Plains regions.
- While funding was growing, public-school enrollment in most states was declining, a phenomenon that raised the level of per-pupil expenditures. In the five-year period covered by the report, the level of per-pupil support increased by an average of 79 percent. The increase was "enormous" in the Far West and "very high" in New England.
- Per-capita state support for education, when analyzed by region, showed more variation in 1982-83 than in 1977-78.
- Relative to personal income, state support for education declined an average of 9 percent during the five-year period. Only in the Far West, the report notes, did the tax burden of state support for schools increase.

The report, which includes a wall chart summarizing major trends, is available from Augenblick, Van de Water and Associates Inc., P. O. Box 20276, Denver, Colo. 80220. Single copies cost $15.00, prepaid; for orders of five copies or more, the cost is $13.50 per prepaid copy. —e.w.

State Support For Elementary/Secondary Education, 1977-78 and 1982-83

	State support		State support as % of state expenditures		Support per pupil (ADA)		Support per capita		Support per $1000 personal income	
	Change 1982-83 (millions)	Change 1977-78 to 1982-83	1977-78	1982-83	1982-83	Change 1977-78 to 1982-83	1982-83	Change 1977-78 to 1982-83	1982-83	Change 1977-78 to 1982-83
50 states	**$58,445.0**	**62.0%**	**34.5%**	**35.4%**	**$1,611**	**79.0%**	**$252**	**52.7%**	**$22.80**	**-3.3%**
NEW ENGLAND										
Connecticut	660.3	87.5	18.4	20.3	1,420	128.7	209	83.3	15.30	10.1
Maine	274.5	63.9	40.4	38.8	1,401	86.1	242	59.2	26.80	1.9
Massachusetts	1,141.4	35.8	21.1	23.9	1,301	72.1	197	34.9	16.60	-17.0
New Hampshire	28.0	20.2	10.8	8.7	189	36.0	29	7.4	2.70	-34.1
Rhode Island	174.5	40.7	21.9	20.3	1,396	33.7	182	40.0	17.00	-11.9
Vermont	98.0	90.7	25.6	30.3	1,149	120.5	190	82.7	20.10	10.4
MIDEAST										
Delaware	244.2	42.6	34.5	35.9	3,081	92.6	406	41.0	34.40	-10.4
Maryland	956.2	27.9	37.2	29.6	1,504	52.5	224	25.8	18.40	-22.0
New Jersey	1,947.8	55.6	32.4	31.0	1,797	78.5	262	53.2	20.10	-5.6
New York	4,492.0	42.5	28.2	25.6	1,824	67.2	254	43.5	20.60	-12.0
Pennsylvania	2,850.0	34.4	39.5	37.2	1,745	60.5	240	34.8	21.90	-14.5
SOUTHEAST										
Alabama	735.9	14.2	50.7	39.8	1,053	16.9	187	10.0	21.60	-28.8
Arkansas	505.6	69.6	43.2	44.3	1,237	77.5	221	63.7	26.50	6.0
Florida	2,600.0	73.0	52.7	50.5	2,059	206.9	250	47.9	23.00	-11.2
Georgia	1,358.2	88.6	31.8	36.8	1,419	96.5	241	74.6	25.30	9.1
Kentucky	1,054.0	61.8	43.6	46.2	1,751	71.3	287	57.7	32.40	2.9
Louisiana	1,072.5	50.1	19.5	26.9	1,528	59.8	246	38.2	24.40	-18.9
Mississippi	527.8	57.8	43.8	43.8	1,204	69.3	207	52.2	26.60	-2.9
North Carolina	1,622.8	39.9	53.6	46.4	1,584	49.6	270	31.7	29.90	-15.5
South Carolina	785.8	57.7	40.5	41.1	1,376	67.8	245	46.7	29.00	-5.5
Tennessee	882.7	55.0	26.1	47.9	1,139	62.9	190	47.3	21.40	-5.3
Virginia	1,115.6	71.2	31.6	34.6	1,235	88.5	203	62.4	18.50	1.6
West Virginia	606.0	63.1	41.4	46.1	1,756	70.5	311	59.5	35.10	5.1
GREAT LAKES										
Illinois	2,327.3	21.8	30.3	27.3	1,427	43.9	203	21.6	16.70	-20.1
Indiana	1,562.8	65.4	60.9	71.8	1,751	69.5	286	63.4	28.30	10.5
Michigan	2,066.8	18.6	45.0	43.9	1,275	36.7	227	19.5	20.50	-18.7
Ohio	2,136.0	54.0	32.8	29.7	1,249	78.7	198	53.5	18.40	1.1
Wisconsin	979.0	51.2	16.2	24.0	1,354	67.8	205	46.4	19.60	-3.9
PLAINS										
Iowa	635.0	38.5	33.2	33.9	1,323	56.1	219	39.5	20.80	-8.0
Kansas	606.1	66.6	43.3	42.9	1,659	86.8	252	60.5	22.00	0.0
Minnesota	1,181.8	16.3	35.8	31.8	1,748	35.4	286	12.2	25.80	-27.5
Missouri	857.7	65.1	36.5	38.5	1,186	88.3	173	61.7	17.00	4.3
Nebraska	190.0	92.1	20.5	25.3	764	120.8	120	87.5	11.40	21.3
North Dakota	175.0	77.1	37.9	41.0	1,564	91.9	262	72.4	24.40	-1.6
South Dakota	95.0	205.5	17.2	33.8	805	251.5	137	204.4	14.50	68.3
SOUTHWEST										
Arizona	640.0	54.1	40.3	38.3	1,247	38.7	224	31.0	21.90	-20.7
New Mexico	646.1	106.5	51.5	50.3	2,527	116.4	475	86.3	52.80	18.9
Oklahoma	1,037.5	100.3	— [1]	54.0	1,904	103.6	327	80.7	30.30	5.6
Texas	4,159.0	75.6	— [1]	42.5	1,522	66.3	272	51.1	24.00	-10.1
ROCKY MOUNTAIN										
Colorado	668.4	59.9	41.7	42.6	1,318	65.2	220	41.9	18.60	-14.7
Idaho	288.5	121.9	44.7	63.9	1,499	116.6	299	103.4	32.30	33.5
Montana	230.6	39.2	— [1]	— [1]	1,707	58.1	288	34.0	29.50	-15.5
Utah	480.0	76.5	49.6	48.4	1,407	54.3	309	49.3	35.40	-0.3
Wyoming	130.0	112.8	40.1	29.1	1,366	92.1	259	75.0	21.60	9.6
FAR WEST										
Alaska	469.1	112.4	19.8	12.4	5,920	120.8	1,128	102.9	70.50	39.1
California	8,189.6	139.1	28.8	37.4	2,174	167.1	331	116.3	26.40	35.4
Hawaii	458.4	96.1	27.1	32.9	3,098	108.6	461	80.8	39.80	18.8
Nevada	217.1	149.5	— [1]	50.3	1,535	140.6	246	92.2	21.00	28.0
Oregon	601.7	112.7	27.3	41.6	1,500	125.2	227	95.7	21.90	31.9
Washington	1,682.1	106.3	32.8	47.2	2,452	114.7	396	83.3	34.10	17.6

[1] Data incomplete.
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MEDIA

"The New Literacy," a television series created as a for-credit college course on computer technology, will be aired on public-television stations beginning in January.

The 26-part series documents the capacities and potential uses of computers, reviews hardware and software systems, and examines developments that will advance information processing. The half-hour segments cover such topics as: communicating with a computer; adding, retrieving, and storing data; personal computing; systems analysis and design; programming languages; operating systems; and computer files and databases.

The series was financed by the Annenberg/Corporation for Public Broadcasting Project, a fund set up to provide grants for telecommunications projects which address problems in higher education. "The New Literacy" is the first of 17 television courses being developed under the project. The courses following "The New Literacy" will include "The Constitution: That Delicate Balance," "Congress: We the People," "The Brain," and "The Write Course."

Colleges and universities nationwide are offering credit for the telecourse. Contact local institutions of higher education for information on how to obtain credit.

□

A New Orleans television station is violating government regulations and policies on the separation of program and commercial matter, according to a complaint filed with the Federal Communications Commission last week by Action for Children's Television.

ACT, a Massachusetts-based advocacy group, charged that "Popeye and Pals" violates an F.C.C. regulation that states: "Advertising should be confined to identifiable commercial segments which are set off in some clear manner from the entertainment portion of the program." The stage set in "Popeye and Pals," a Saturday morning program broadcast by CBS affiliate WWL-TV, includes props that replicate the logo of the show's primary sponsor, Popeye's Famous Fried Chicken Restaurant, the ACT complaint charges.

WWL-TV is owned and operated by Loyola University of the South.

ACT had previously filed a complaint with the F.C.C. over what it called "program-length commercials." Television shows, such as NBC's "Smurfs" and ABC's "Pac-Man" interweave noncommercial program content so closely with the commercial message that the entire program must be considered commercial, said Peggy Charren, ACT president. *(See Education Week, Oct. 19, 1983.)*

That complaint is still under consideration, ACT officials said.

□

A report on the progress of "the excellence movement," an update on federal education legislation, and a review of desegregation hearings held by the National Education Association were included in this month's premier broadcast on EDNET, a new television network owned and operated by the N.E.A.

EDNET is the first satellite television network operated by a professional education association, N.E.A. officials said. The network's weekly telecast is now available on local cable-television outlets in 11 states: California, Florida, Idaho, Indiana, Kansas, Minnesota, New Jersey, Pennsylvania, Texas, Washington, and West Virginia.

□

The Texas Board of Education has established an advisory committtee that will plan the development of a statewide information and telecommunications-instruction system.

Joe Kelly Butler, the board chairman, announced last month that the committee will study ideas for establishing and administering a cost-effective educational telecommunications network. The group will also make recommendations on possible uses for the system.

"In coming years," Mr. Butler said, "the education community in Texas will be affected by the revolution in information technology and telecommunications." The new advisory committee will, he added, "act at the earliest possible moment to embrace the new technolgy."

Members of the new committee will include state legislators and education leaders.

□

The Corporation for Public Broadcasting and the Public Broadcasting Service have provided funding to WGBY-TV in Springfield, Mass., to develop a proposal for a series that would introduce young children to the fine arts.

In one proposed segment of the series, Captain Kangaroo and Mr. Moose, a character on the Captain's television show for children, introduce children to the members of the American Symphony Orchestra and the sounds of various musical instruments.

C.P.B. has also announced that it will continue its support of "Reading Rainbow," a program designed to encourage children to read while they are not in school over the summer months.

The original "Reading Rainbow" programs will be rebroadcast during the summer of 1984, and five new shows will be aired.

□

"A Walk Through the 20th Century with Bill Moyers" will debut Jan. 11 on public television stations nationwide.

The program is a series of 19 documentary specials which explore the major events, personalities, and mores of this century.

Bill Moyers, a journalist, is executive director and host of the specials.

The first segment of the series, "Marshall, Texas; Marshall, Texas," is about the changes that have occurred during this century in a small town in eastern Texas.

"So many of us now live in urban areas that we forget that at the turn of the century America was a nation of small towns," says Mr. Moyers. "I thought it appropriate to begin these essays on our century by looking at how one small town changed. I arbitrarily and happily chose my own home town."

The football star Y. A. Tittle, Lady Bird Johnson, and the civil-rights leader James Farmer also are from Marshall. —c.c.

R4800-2

HISTORY
In her latest book, the educational historian Diane Ravitch examines *The Troubled Crusade* of American education and finds that most reforms fell short of their goals.

See Page 8.

LANGUAGES
Educators continue to seek ways to reverse the decline in the study of foreign languages, and the Geraldine R. Dodge Foundation expands its efforts to establish Chinese-language programs in high schools across the country.

See Pages 10 and 11.

RELIGION
In a closely watched case, a federal judge has ruled that Maine exceeded its authority in attempting to regulate private schools, but his decision was based on state laws and not on the constitutional issue of the separation of church and state.

See Page 6.

EDUCATION WEEK

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High Heating Bills To Force Layoffs in City Districts

Survey Finds Serious Effects of Natural-Gas Cost Rise

By Tom Mirga

WASHINGTON—More than 60 percent of the nation's urban school districts plan to lay off teachers and other personnel in order to help pay their heating bills this winter, a recent survey has found.

Such drastic steps are being taken in response to a 73-percent increase in the price of natural gas from the 1980-81 to 1982-83 school year, according to the survey, which was conducted by the American Association of School Administrators.

Two-thirds of the districts in the Midwest, which experienced a record-setting cold spell last month, expect to pay 28 percent of their fuel bills by cutting personnel, the survey found.

Only school officials in the relatively warm Southwest said personnel cuts would be unnecessary, the A.A.S.A. survey found. But even in that region, urban school officials reported they would need additional revenues to cover 79 percent of their fuel costs this year.

"Personnel cuts would be ironic at a time of national concern with the quality of public education," association officials wrote of the survey's findings. "The report by 63 percent of the respondents that they plan to lay off teachers to pay fuel bills flies in the face of the reported need to improve schools."

Natural-Gas Price Increases

According to the survey, which included a representative sample of 77 districts nationwide, sharp increases in natural-gas prices during the past two years have been a prime contributor to financial problems for most of the nation's urban school systems—those with a population base greater than 100,000.

The increases have been brought about by a 1978 law that is gradually lifting federal price controls on gas deposits discovered since 1977. Under the law, the price of this "new" gas is being allowed to increase each year until 1985 at a rate equal to the rate of inflation plus 4 percent; in 1985, all price controls will be lifted. The Congress is considering a number of bills regarding gas pricing, including legislation that would phase out price limits on all gas, both "old" and "new."

According to the A.A.S.A., 80 percent of the urban districts surveyed rely solely on natural gas for heating and cooling—a "significantly higher" percentage than smaller districts as revealed by a 1980 survey. But this reliance varies from a mean low of 49 percent in the northeast and middle-atlantic regions to almost 100 percent in the Southwest.

During the 1980-81 school year, the survey found, the average urban district paid $1.15 million for natural gas; by the 1982-83 school year, that figure rose to $1.99 million—a 73.4-percent increase. Public utilities have warned school officials to expect a 19-percent average increase in the price

Continued on Page 17

School's Pioneer Bilingualism Gives Way to Changing Times

The Cuban revolution, 25 years ago this month, resulted in the first large-scale wave of Latin American immigration to the United States in the modern era and spurred the development of new theories and pedagogical practices addressing the needs of non-English-speaking children.

The following article looks at how one Miami school became a model for bilingual learning in the early 1960's. Later this month, in a series of articles, Education Week *will examine other aspects of the bilingual-education movement.*

By Hope Aldrich

COURTESY OF DADE COUNTY PUBLIC SCHOOLS

These 5th-grade students at Miami's Coral Way elementary school learn in both Spanish and English, as did their counterparts two decades ago.

MIAMI—In the early hours of Jan. 1, 1959, Fulgencio Batista secretly boarded a plane and fled Cuba, leaving the country of nine million people to the new regime of Fidel Castro. In Cuban towns and cities on that New Year's Day 25 years ago, streets echoed with shouts of "Viva la Revolucion!"

Ninety miles away, here in Miami, the events of the Cuban revolution attracted little attention on New Year's Day. The crowds were out on the streets here, too, but they were celebrating the Orange Bowl Festival. Miami in 1959 was still a glittering resort city of about 900,000 where the sound of the Spanish language was seldom heard.

The little-noticed revolution in Cuba would change that, unleashing an exodus of more than a million refugees, more than half of whom would settle in Miami in the next 25 years, transforming the culture, the economy, the schools, and the language of the city.

In 1959, only one out of every 20 Dade County schoolchildren spoke Spanish as a first language, according to district figures, and no special programs were offered them.

But only three years later, after the Castro government confiscated private land and businesses and the Bay of Pigs invasion failed, 18,260 Cuban refugee children had enrolled in the school system, making up nearly 10 percent of the total school population. (Today, the 80,000 Cubans in the sys-

Continued on Page 15

E.D. Issues Study Ranking States On Education

Testing Agencies Criticize Comparisons of Scores

By Thomas Toch

WASHINGTON—In an effort to promote school improvement in the nation through "healthy competition," Secretary of Education Terrel H. Bell last week released a report ranking the 50 states and the District of Columbia on the basis of the resources they allocate to education and the performance of their students.

"We're not releasing enough of this type of information—information that can motivate the states to enact reforms," the Secretary said at a press conference that was called to explain the report.

Compiled by the Education Department's office of planning, budget, and evaluation, the report compares the states in 14 areas, including scores on college-admissions tests, dropout rates, expenditures per pupil, teachers' salaries, and demographic characteristics, such as per-capita income and the percentage of children living in poverty. In each of the 14 categories, the

Continued on Page 13

N.Y. Orders Yonkers To Suspend Sports After State Probe

By Charlie Euchner

In what experts call the first action of its kind nationally, the New York State Education Department has ordered the Yonkers Public School System to suspend all interscholastic athletic programs until it demonstrates that its management of the programs has improved.

The state took the action after conducting an extensive investigation of the death of Fernando A. Guedes, a student who was permitted to play for the junior-varsity football team at Yonkers High School despite a history of heart ailments.

People familiar with scholastic athletics nationwide said the suspension probably marked the first time a state had halted a district's athletics program on the grounds that it inadequately protected the health

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THE WEEK

A SUMMARY OF NEWS AND EVENTS

IN SUMMARY

Governors
Education figures prominently in the gubernatorial messages that mark the opening of 1984 state legislative sessions. **Story on Page 5.**

Legal Victory for Maine Private Schools
A federal judge has ruled that the state exceeded its authority in trying to regulate Christian schools. **Story on Page 6.**

Reform Proposal in Massachusetts
A legislative committee's call for school improvements and increased state aid is opposed by some on the committee. **Story on Page 6.**

Political Maneuvering in Tennessee
Gov. Lamar Alexander schedules a special legislative session on education an hour before the new session is to begin. **Story on Page 9.**

Déjà Vu in Little Rock
A federal court is considering consolidation of districts to end de facto school segregation in the city. **Story on Page 9.**

A Problem of Perception
One reason for the decline in foreign-language study, educators say, is that it has a "bad image" with students. **Story on Page 11.**

Holding the Line
The Reagan Administration will seek a 4 percent increase in funds for precollegiate education, says the budget director. **Story on Page 12.**

Holding Steady
The distribution of federal aid to states has shifted among programs, but support for education has been relatively stable. **Story on Page 12.**

A Critical Report
The Children's Defense Fund says federal policies are hurting poor children and promoting long-term public costs. **Story on Page 12.**

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FEDERAL

Cuts in Head Start, Nutrition Programs Viewed as Unlikely

President Reagan will not seek substantial changes in the Head Start and National School Lunch Program in his fiscal 1985 budget, according to Administration sources.

There will be "no dramatic change in policy" on the funding of the two programs for low-income students, an official familiar with the programs said.

For the current fiscal year, the Congress appropriated $995.7 million for Head Start, a program administered by the Department of Health and Human Services that helps community groups offer services for low-income, preschool children and their families. The Reagan Administration had sought an appropriation of $963.3 million for the program.

The National School Lunch Program, which is administered by the Agriculture Department and provides free, reduced-price, and full-price school lunches, is funded at $3.28 billion for the current fiscal year, which runs through next Sept. 30. The Reagan Administration, in its budget proposal for the current fiscal year, had sought $2.93 billion for the program.

Agency Withdrawal To Have Little Effect On U.S. Education

Although the nation's scientific community is expected to be affected by the American withdrawal from the United Nations Educational, Scientific, and Cultural Organization, little, if any, effect will be felt in the education community, according to sources familiar with the agency.

The Reagan Administration recently informed the organization, known as UNESCO, of its intent to withdraw at the end of 1984, an action that will cost UNESCO one-fourth of its $374-million annual budget. The Administration, in its formal statement, accused UNESCO of "politiciz[ing] every subject it deals with," and exhibiting "a hostility toward the basic institutions of a free society." UNESCO was established in 1945 as an arm of the United Nations.

The agency's education programs did not directly involve the U. S., although American teachers' unions occasionally participated through their international affiliations, according to David Dorn of the American Federation of Teachers. Chester E. Finn Jr., a professor of education and public policy at Vanderbilt University who was a delegate to a UNESCO education meeting last year, said U. S. schools "will not lose anything" as a result of the withdrawal.

NATIONAL

Poll Finds Support, Concern For Safety Of School Sports

Despite concerns about the safety of and costs of football, wrestling and other sports programs, a national survey of 706 adults has found substantial agreement that interscholastic athletics make contributions that no other school programs offer.

About 79 percent of those surveyed said they think high schools do not spend too much money on interscholastic sports programs, according to the poll, which was conducted last month for the newspaper *USA Today*. Furthermore, almost 70 percent said sports teach students lessons they would not learn in other school programs.

But about 62 percent of the adults polled said schools placed too much pressure on athletes.

Ninety-three percent said they would encourage their children to join a swimming team. Eighty-nine percent said they would encourage their children to play baseball and tennis; 87 percent, basketball; 53 percent, football; and 48 percent, wrestling.

STATES

Christian School In Nebraska Opens Despite Court Ban

The Christian school in Nebraska that has been the focus of a bitter fight over the state's right to regulate private schools last week opened in defiance of a court order, and authorities would not say whether they would further prosecute school leaders.

The Faith Christian School in Louisville started its winter session with 27 students in attendance. The Cass County Court has ordered the school to close unless it complies with state certification regulations.

The opening of the school came on the heels of demonstrations by Christian-school supporters across the country. One group of about 100 people demonstrated last month in front of the White House. The group left a petition asking President Reagan to intervene in the controversy.

Seven fathers of Faith Christian School students have been jailed for contempt of court since Nov. 23 for refusing to testify in court to explain their involvement with the school. Eight women and the leader of the church school are reported to be staying in Council Bluffs, Iowa, during the controversy.

The leader of the school, the Rev. Everett Sileven, is being sought by the county court. He is reported to have given speeches in Iowa and Alabama.

Thirteen other Christian schools in the state are operating without state-certified teachers, according to press reports, but no other school officials have been jailed in the cases. All of those schools are involved in litigation, the reports said.

Indiana Task Force Proposes Merit Pay, Longer School Year

Merit pay, a longer school year, competency testing, and increased discipline were among a series of reform proposals announced by the Education Task Force of the Indiana Chamber of Commerce last month.

The proposals, which will be submitted to the 1984 General Assembly this month, were written by the seven-member panel charged with updating the Chamber's 1972 education policy, according to William Styring, a staff executive.

In a series of position papers, the task force recommended:

- Pay for excellence for teachers, a concept the panel said should not be "bargainable."
- An appointed state superintendent of public instruction. The superintendency is now an elected position.
- A longer school year. Indiana currently requires students to attend school 175 days of the year. Although the panel did not recommend a specific number of days, Mr. Styring said schools should make sure students are attending class all 175 days. A typical school year, he said, is usually closer to 170 days due to missed days that are not made up and the scheduling of half days at the beginning of the school year.
- A recognition of the importance of the basic structure and attitudes of education.

Communities, the panel recommended, should support higher expectations for students and stronger classroom discipline.

- Competency testing for both students and entry-level teachers. The panel did not recommend specific tests or grade levels, but did maintain that the current lack of competency testing for teachers and standardized statewide pupil testing should be remedied.

WASHINGTON

FEDERAL NEWS

Federal Education Funds for States Stable, Study Finds

By Cindy Currence

Major shifts in the distribution of federal funds to state and local governments have occurred during the last two years, but federal aid for education has remained relatively stable during that time, according to an analysis by the Federal Funds Information for States System, a research arm of the National Governors' Association.

Education has, in fact, "fared comparatively well," said Carol Weissert, a spokesman for the N.G.A., which operates the research unit in conjunction with the National Conference of State Legislatures. The system provides state and local governments with a state-by-state accounting of federal grants-in-aid to domestic programs.

Aid for education increased by 13 percent from 1982 to 1984, according to the F.F.I.S. report, "An Analysis of Federal Grants." In "real" dollars, "that represents an increase above the inflation rate of 1 to 3 percent," said Victor Miller, director of the system.

Education programs receiving the largest increases in aid over the two-year period were impact aid, which received a 30-percent increase, and handicapped- and compensatory-education programs, both of which received increases of almost 15 percent, Ms. Weissert said.

Although the total amount of federal aid to states and localities has remained virtually the same during the last two years, the statistics show, there have been marked changes in allocations to program areas and in distribution within geographic regions of the United States.

The largest fluctuations in federal aid to programs were in the areas of transportation (45 percent more aid), national defense (38 percent more aid), health (19 percent more aid), natural resources and environment (28 percent less aid), and training and employment (21 percent less aid), the F.F.I.S. statistics indicate. The statistics do not account for inflation.

The figures also indicate that there has been a major shift in federal aid geographically.

"The New England states received an increase of less than four-tenths of 1 percent over the three-year period," the report states. "Federal grants to the Rocky Mountain states went up by 24 percent. Federal aid to the Southwest and Great Lakes and Plains states also increased more than the national average of 8 percent."

Much of the regional fluctuation is due to demographic changes and their effect on federal-funding formulas for various programs.

Because the population is decreasing in the Northeast and increasing in the Southwest, the report explains, federal formulas based on population reflect those changes.

Changes in Medicaid grants resulting from shifts documented in the 1980 census are the most significant, the report states, since Medicaid represents more than 20 percent of federal aid to state and local governments—$21 billion in 1984.

Other formula changes that have affected federal funding patterns have occurred in highway, mass transit, and job-training programs, the F.F.I.S. report says.

Functional Shifts in Grants-in-Aid

(Federal fiscal years; totals not adjusted for inflation)

	(Dollars in millions)			Percent change	
	1982	1983	1984	1982/83	1982/84
National defense	61	72	84	18%	38%
Energy	351	703	405	100	15
Natural resources and environment	4,858	3,526	3,500	-27	-28
Agriculture	497	534	544	7	9
Transportation	12,207	16,586	17,706	36	45
Community and regional development	4,316	5,512	4,311	28	0
Education	5,704	6,108	6,461	7	13
Training and employment	3,567	3,840	2,824	8	-21
Social services	5,653	6,120	6,212	8	10
Health	18,865	20,964	22,504	11	19
Income security	29,511	25,364	27,468	-14	-7
Administration of justice	42	42	42	0	0
General purpose fiscal assistance	5,947	5,868	6,659	-1	12
Total	91,581	95,237	98,720	4	8

Source: National Conference of State Legislatures and National Governors' Association Federal Funds Information for States System.

'Misguided' Federal Policies on Children Said Harmful, Costly

WASHINGTON—A children's advocacy group charged last week that "misguided" federal policies are hurting poor children and increasing long-term public costs.

"In a time of recession, with millions of new women and children falling into poverty, the last place a humane, sensible, and fair Administration would cut are programs providing cost-effective preventive maternal and child health care to the poor," said the president of the Children's Defense Fund, Marian Wright Edelman, during a press conference here. "Yet, that is precisely what the Reagan Administration has done without concern for the consequences that are now appearing."

Prior to the press briefing, the group released an analysis of birth data from all 50 states from 1978 to 1982 indicating a nationwide shift away from early prenatal care for pregnant women. Between 1981 and 1982, overall infant-mortality rates rose in 11 states; for white infants, they were up in 9 states; for nonwhite infants, the rates rose in 13 states, the group found.

According to the C.D.F., mortality rates for nonwhite infants in the nation's capital exceed those in Cuba and Jamaica. In some portions of Baltimore, the group continued, the death rates for infants exceed those in Costa Rica and Guyana.

The group's report also examined other "disturbing trends which could have severe long-term consequences for children." They include:

• Budget reductions in Chapter 1 aid for disadvantaged children and in student financial assistance. According to the group's analysis, a $440-million reduction in aid for the Chapter 1 program in 1981 eliminated services for 440,000 children. Furthermore, it said, the phasing out of Social Security benefits for college students and tightened eligibility requirements for other forms of student aid "have contributed to the erosion of higher-education opportunities for blacks."

• Declining immunization rates for preschool children. Recent data indicate that fewer than half of all black preschoolers are immunized against diphtheria, whooping cough, and tetanus, and only 39 percent are immunized against polio.

• Funding decreases for Aid to Families with Dependent Children. According to the group, between 1981 and 1982, one million children fell into poverty, while the number of children receiving A.F.D.C. dropped by 550,000. Program revisions enacted in 1981 caused 24 states to drop or reduce assistance to first-time pregnant women and caused 30 states to drop or reduce coverage for children enrolled in school until age 21.

According to Ms. Edelman, even with a sharp and sustained economic recovery, "no more than one-third of the newly poor 3.1 million children will be rescued from poverty in the absence of targeted government and private-sector efforts."

"Programs serving poor children and families did not cause and will not cure growing federal deficits," she continued. "Economic recovery does not depend on hurting children and neglecting their needs."

Copies of the report, "American Children in Poverty," can be obtained for $9.95 from the Children's Defense Fund, 122 C St., N. W., Washington, D. C. 20001. —T.M.

Reagan To Ask More E.D. Funds

By Thomas Toch

WASHINGTON—The director of the Office of Management and Budget, David A. Stockman, last week told Republican Congressional leaders that the Administration plans to seek $6.746 billion for elementary- and secondary-education programs, according to sources familiar with the Congressional briefing.

That figure represents an increase of about 4 percent ($316 million) over the amount appropriated by the Congress for those programs for the current fiscal year.

Budget officials said, however, that not all elementary and secondary programs will be increased 4 percent. They said the Administration will seek a "substantial" increase in funds for Chapter 2, which funds block grants to the states and the Secretary's discretionary fund, while other elementary and secondary programs may not be increased. The Congress appropriated $479 million for Chapter 2 in fiscal 1984.

The Administration is estimating that inflation will raise the cost of the programs by 4.5 to 5 percent in fiscal 1985.

Education will apparently be spared from $9 billion in cuts in domestic programs that the Congressional sources say the Administration will propose.

Those cuts reportedly will be made in federal entitlement programs, such as unemployment benefits and Medicaid.

The Administration projects that government spending will total $925 billion in fiscal 1985 and $1.07 trillion in fiscal 1986, the sources said. A deficit of $186 billion is expected for fiscal 1985.

The President is scheduled to submit his budget to the Congress on Jan. 30. Fiscal 1985 begins next Oct. 1.

FEDERAL FILE

Disciplined Moves

The Reagan Administration last week moved a step closer to taking action on the school-discipline issue when Gary L. Bauer, deputy undersecretary of education, presented a 35-page report on the subject to President Reagan and his Cabinet Council on Human Resources. *(See Education Week, Dec. 21, 1983.)*

The report is the work of an interagency "working group" on school discipline, established by Presidential Counselor Edwin Meese 3d several months ago and chaired by Mr. Bauer. It documents what its authors suggest is the seriousness of the discipline problem in the schools and outlines possible ways for the Administration to deal with it.

In the report, the working group calls on the Justice Department to establish a school-safety program similar to one the Administration discontinued when it came into office in 1981.

In June 1979, the department created the National School Resource Network, a project intended to help schools reduce violence and vandalism. It was created in response to the National Institute of Education's "Violent Schools, Safe Schools" study of 1977. The proposed center is seen as performing similar "clearinghouse" functions.

Asked why the Administration discontinued the network, Mr. Bauer said it "was found not to accomplish very much." That characterization, however, contrasts sharply with those offered by school officials and discipline consultants, who praised the quality of the network's materials and technical assistance.

Mr. Bauer said that President Reagan last week received the working group's report "very enthusiastically" and added, "I think we will be hearing from the President on the issue."

Tax Credits II

The public can also expect to hear more from the President on the topic of tuition tax credits, say private-school officials who met with him at the White House last month.

During the Dec. 7 meeting, Mr. Reagan exhorted the officials not to be disheartened by the Senate's defeat of tax-credit legislation in late November. He also promised "to continue to push for such legislation," said one private-school official whose organization was represented at the meeting.

PUSHing Back?

The Education Department plans to take final action in March on audits challenging the way the Rev. Jesse L. Jackson's Operation PUSH-EXCEL spent more than $1.7 million in federal grants and contracts over a four-year period.

According to department spokesmen, the Democratic Presidential candidate's organization has promised to provide the government with data this month justifying the expenditures. Last August, department auditors determined that Mr. Jackson's group spent $736,972 in violation of federal regulations. The audits also indicated that the group could not provide adequate documentation to prove that an additional $1.1 million was spent properly.

—T.M. & T.T.